

Community Assessment

Nine Community Councils came together to initiate the Empowerment Zone planning process in Cincinnati. Even before they began to analyze data, the members of the Community Councils' EZ planning group knew that the area was a strong candidate for designation. In each of their neighborhoods, they experienced firsthand poverty, unemployment, social problems, physical deterioration and barriers to the prosperity enjoyed by other parts of the region. But they also knew they had many assets to bring to the table—strong community-based development groups, major educational, cultural and health care institutions, impressive historic areas and an array of innovative service providers.

Their first task was to assess how they could work together as a cohesive group and think of themselves as “the Zone,” rather than as nine separate neighborhoods. This required them to gain an understanding of Zone characteristics, conditions and trends. They needed data to learn about the strengths and assets, as well as the needs and problems, of the area they proposed to nominate for federal Empowerment Zone designation.

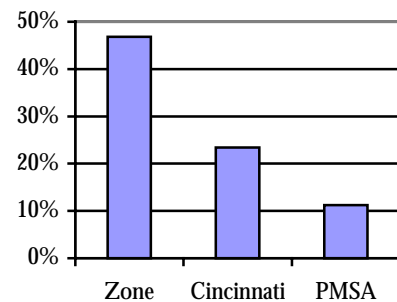
The next step in the planning and assessment process was to reach out to the broader community—the City of Cincinnati and the region. After obtaining City Council recognition of their efforts, the Zone and the City invited other stakeholders to the table to form the Community Partners Group. The Community Partners Group analyzed data on the Zone, community and region as a basis for development of the Strategic Plan. This led to goals, strategies and programs that address specific Zone needs and built upon the assets and economic, demographic and social trends of the Zone and the region.

The Community Assessment in this section follows the same steps that were taken by the neighborhoods and Community Partners Group. It begins with a picture of the Zone in relationship to the City and region. The assessment then looks at the community and regional trends and conditions. The Community Assessment also provides an overview of resources available in the Zone and Greater Cincinnati to successfully implement the Cincinnati Empowerment Zone Strategic Plan.

Residents Assess the Zone

Representatives of the nine neighborhoods included in the Zone experience firsthand the barriers to the prosperity enjoyed by other parts of the region. They also know they have many assets to bring to the table.

**Poverty Rates
In the Cincinnati Area**



Source: 1990 Census

Assessment: Cincinnati Empowerment Zone

The assessment of the Cincinnati Empowerment Zone is a picture of significant distress. The Zone experiences population loss, poverty, infant mortality and crime to a much greater extent than the Greater Cincinnati area. A large number of residents are without the tools for building a secure life—many lack a high school diploma, few are home owners and many are unemployed.

However, there are assets and resources in the Zone. These include strong community-based organizations, pockets of new development and revitalization, unique historic structures, major institutions and an array of services within the Zone. These are profiled in the Zone assessment.

Size, Location and Topography

The Cincinnati Empowerment Zone, which is located entirely within the corporate boundaries of the City of Cincinnati, covers approximately seven square miles of area and includes a population of 49,877. The Zone is a contiguous area made up of 22 census tracts and all or portions of nine existing neighborhoods: Avondale, Walnut Hills, Over-the-Rhine, Evanston, Mt. Auburn, Corryville, Fairview-Clifton Heights, West End and Queensgate (Map 1).

The Zone is located to the west and north of downtown Cincinnati and includes some of the oldest sections of the City. Queensgate, West End and Over-the-Rhine are adjacent to the Central Business District and are part of the Ohio River “basin,” with predominately flat topography. Steep hillsides rise up to Mt. Auburn and Clifton Heights. Terrain remains flat on a high plateau with some minor hills and valleys throughout Mt. Auburn, Walnut Hills, Avondale, to a lesser extent, Corryville and Evanston.

Because of the sometimes sharp terrain changes, as well as patterns of highway construction, there are many dead-end streets. Thoroughfares tend to follow the irregular terrain, primarily in valleys and on ridgelines. Grid patterns predominate in the basin area. The Zone is well connected to the

interstate highway system (I-75 and I-71) and is approximately 30 minutes from Cincinnati/Northern Kentucky International Airport.

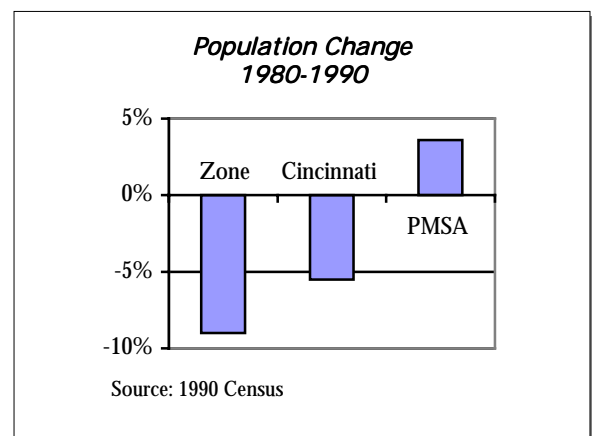
Demographic Characteristics

The area within the boundaries of the Empowerment Zone had a 1990 population of 49,877, however, this was a decline of 9% from the 1980 population of 54,809. At the same time, the population of the PMSA increased by nearly 4%. Population loss in the Zone has been the greatest in Over-the-Rhine, Mt. Auburn and West End, where some census tracts have lost over 20% of their population since 1980.

Racial Composition

There are significant differences between the racial composition of the Zone and the Cincinnati PMSA (Map 2). Seventy-three percent of all persons in Zone census tracts are African-American. This is about twice the percentage of the city as a whole (37.9%) and over five times the percent of the PMSA (13.1%). Although the Zone has only about 3% of the population of the PMSA, it has 19% of the area's African-American population.

There are differences in the racial composition of Zone neighborhoods. The Fairview-Clifton Heights area has an African American populations of less than 20%, while Mt. Auburn, Avondale and Walnut Hills are over 80% African American.



Household Characteristics

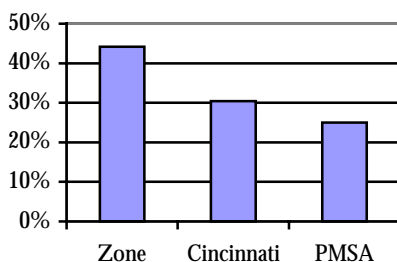
There are proportionately more single female headed households in the Zone than in the City or the PMSA. Seventeen percent of all Zone households are female-headed with children, compared to 13% of those in the city and only 7.5% of all PMSA households. There are, however, fewer households with children under 18 in the Zone (45%), than in the region. In both the City and PMSA, 50% of all households include children.

Education

The level of educational attainment of Zone residents age 25 and over is very low, particularly when compared with the PMSA (Map 3). Forty-four percent of Zone adults do not have a high school diploma, while in the PMSA only 25% of all adults are not high school graduates. Only 14% of Zone residents has a bachelors degree or higher, while 21% of adults in the PMSA have attained at least a bachelor's degree.

The overall drop out rate for students in the Cincinnati Public School district is high, and only 48% of all students who enter the ninth grade graduate. However, Taft High School, which is located in the Empowerment Zone, has the highest drop out rate in the district. Only 29% of all ninth graders graduate from high school.

**Percent Adults Age 25+
With No High School Diploma**



Source: 1990 Census

Income and Poverty

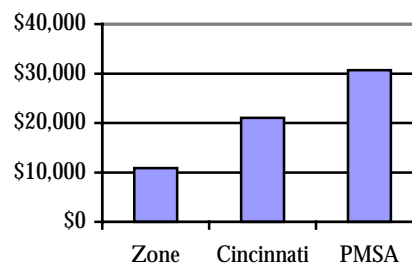
The income of Empowerment Zone households is markedly lower than that of households in the City and the PMSA (Map 4). The median household income for Zone residents was \$10,877 in 1990, less than half of the income for City households (\$21,006) and one-third of the median income for the PMSA (\$30,691).

There is, of course, a direct correlation between income levels and poverty rates. Within the City of Cincinnati, nearly a quarter of the population (85,319 persons) lives in poverty. The poverty rate for the Zone, however, is double that of the City and over four times that of the PMSA (Map 5). Within the Zone, 47% of all households for whom poverty status has been determined are poor. This means that 22,510 Zone residents live in poverty. Similar to the trends for the City of Cincinnati, poverty in the Empowerment Zone is increasing. In 1980 the poverty rate for the census tracts in the Zone was 39% compared to the 47% rate in 1990.

Even these figures, however, do not communicate the extent of poverty within the Zone. In the West End and Over-the-Rhine neighborhoods poverty rates range from 63% to 84%. Only the Evanston neighborhood has a poverty rate below that of the city as a whole.

Another alarming statistic is the Zone's child poverty rate. Sixty percent of all Empowerment Zone children under the age of 18 live in poverty, compared with 39% of children in the PMSA (Map 6).

Median Household Income



Source: 1990 Census

Data from the Hamilton County Department of Human Services also provides a picture of poverty in the Empowerment Zone. In June 1998 there were 1,214 TANF assistance groups with addresses in Zone census tracts. These represent 18% of all TANF cases in Hamilton County, although the Zone population is only 6% of the total population of the county.

Health

There is typically a high correlation between poverty and health problems, and this is also the case in the Zone. An important indicator of health is the rate of infant mortality. A study of the infant mortality in Cincinnati from 1979 to 1994 found that in some Zone neighborhoods was three to four times the national average of eight per 1,000 live births. This is reflective of lack of pre-natal care and inadequate nutrition, which leads to high numbers of premature births and low birth weight babies than are found in more affluent areas. City Health Department data indicates that in 1990 27% of all births in the city to mothers age 13-19 were to teenagers in Zone neighborhoods.

Infant Mortality Rates Per 1,000 Live Births

- United States-6
- Hamilton County-10
- Cincinnati-15
- Corryville-24
- Walnut Hills-28
- West End-29
- Evanston-29
- Mt. Auburn-20
- Over-the-Rhine, Pendleton-37

Source: University of Cincinnati, Cincinnati Health Department., 1995

Safety

The incidence of serious crime has been declining in Zone neighborhoods, as it has in Cincinnati as a whole. The number of arrests for Part 1 crimes (murder, rape, robbery, aggravated assault, burglary, larceny and auto theft) dropped from 11,114 in 1993 to 8,833 in 1997. However, the Zone remains disproportionately impacted by crime. Although comprising only 14% of the total City population, 34% of all arrests for Part 1 crimes and 34% of all citizen calls for police service occurred in the Zone. This figure has remained relatively unchanged since 1993.

Another measure of safety is the number of Children's Services cases, which frequently deal with issues of child abuse and neglect. In 1997 Hamilton County Department of Human Services reported that there were 3,284 active cases in Zone zip codes. This was 36% of all cases in the County, two times what we be expected based on the population in these areas.

Economy and Labor Force

Employment

There are approximately 3,000 businesses located within the Cincinnati Empowerment Zone, including the headquarters for six of the region's top 25 employers. These six companies have a combined regional job base of 51,000 (based on business responses to the Business Courier's *Book of Business Lists*, Summer 1998), and a significant number of employees within the Zone.

The economy of the Zone is heavily reliant on institutional and public service jobs rather than manufacturing-intensive businesses. Four of the top ten regional employers are located in the Zone, including: University of Cincinnati, 14,390; Health Alliance of Greater Cincinnati, 12,410; City of Cincinnati, 7,512; and, Cincinnati Public Schools, 7,046. In addition to its main offices, Cincinnati Public Schools has 14 schools in 15 structures located within the Zone.

Only one of the Zone's two remaining top-25 employers falls outside the institutional category. Frisch's Restaurants, Inc. has 5,413 employees.

Children's Hospital, at 4,102 jobs, is the final large regional employer with facilities located within the Cincinnati Empowerment Zone. Although it falls below the top-25 ranking, Cincinnati Metropolitan Housing Authority is also headquartered with 45 jobs in the Zone and provides 389 jobs in association with its public housing communities.

There are also thirteen companies with 100 or employees located within the Zone, providing a total of 3,000 jobs to the Zone employment base. The remaining businesses provide fewer than 100 jobs each. Among these are a significant number of small businesses and microenterprises with five or fewer jobs each, evidencing the Zone's strong entrepreneurial spirit.

Retailers and personal services tend to be clustered in the Zone's Neighborhood Business Districts and serve their immediate residential communities. However, many of the NBDs have deteriorated and experienced an out-migration of critically needed businesses, leaving residents without reasonable access to competitively priced goods and services (e.g., full-service grocery stores do not exist in the Over-the-Rhine, West End, Mt. Auburn, Avondale, Evanston or Queensgate neighborhoods).

Zone Manufacturers With 100+ Employees

- Kenner Products—500
- William Powell Company—400
- Interstate Business Brands—370
- Hamilton Tailoring Company—225
- F & W Publications, Inc.—200
- Husman Snack Foods—162
- V & V Custom Tailors—148
- Hudepohl-Schoenling Brewing Co.—140
- Young & Bertke Company—125
- I.B. Goodman Manufacturing—125
- Deluxe Engraving Company—115
- Serta Mattress Company—110
- Berman Printing Company—105

Source: Cincinnati Economic Development Dept.

Labor Force

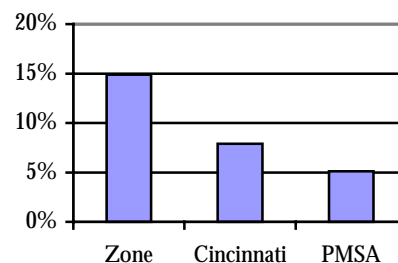
In 1990, 17,004 Zone residents age sixteen and older were employed, and 2,985 were unemployed. The 14.9% unemployment rate for the Zone was double that of the City and triple that of the PMSA (Map 7). Unemployment rates ranging from 20-32% were found in Over-the-Rhine and portions of the West End and Walnut Hills. The Fairview-Clifton Heights neighborhood had unemployment rate of 6% or less

However, this is only a part of the employment picture in the Zone. Another 18,295 Zone residents age 16 and older are not part of the labor force, and are neither employed nor looking for work. This results in a 52% labor force participation rate, compared with a 66% rate for the PMSA.

A major barrier to employment for Zone residents is transportation. Fifty percent of all Zone household have no vehicle available, compared with only 13% of households in the region (Map 8).

Of Zone residents who are employed, 22% are employed in manufacturing jobs, including production, machine operators and assembler, transportation and laborers. Sales (including retail sales), technical and administrative support positions employ 30% of all residents. Service occupations employ 25% of all Zone residents, significantly more than the 11% of all regional workers employed in the service sector. Twenty percent of Zone residents are employed in managerial and professional jobs, compared to 28% of all regional workers.

Percent Unemployed



Source: 1990 Census

The distribution of occupations of Zone residents is consistent with the area's low incomes. Compared with the City of Cincinnati, Zone residents are more likely to be employed in lower-paying service sector jobs and less likely to hold higher wage managerial and professional jobs.

Housing

The Empowerment Zone includes 25,257 housing units, representing about 15% of the total units in the city. Home ownership rates in the Zone are extremely low at 18%, about half the rate of the city (Map 9). In the West End and Over-the-Rhine, rates are below 5%, while portions of Walnut Hills and Avondale have over 30% owner occupancy.

The 3,533 vacant housing units in the Zone are 24% of all vacant units in Cincinnati. The largest number of vacant units is in Over-the-Rhine, where vacancy rates exceed 20%.

The 1990 median value of owner-occupied housing in the Zone was \$48,952, well below the \$61,700 value of homes in Cincinnati. The housing value in the Zone is 69% of the median value of all homes in the PMSA.

EZ neighborhoods are characterized by a wide variety of housing types, dating generally from the 1850s to the 1950s. Over the Rhine and West End, in the basin area nearest the Ohio River, were settled in the early 1800s. The Queensgate area has been largely cleared and has some commercial buildings but no housing. Remaining

housing stock predominately dates from the 1870s forward. Densely built mixed-use residential and commercial structures on zero lot lines, two to five stories, primarily Italianate in design, characterize Over-the-Rhine.

Mt. Auburn, the first of the City suburbs, was settled in the late 1800s. Italianate townhouses dot the hillsides, but large detached mansions in Federal, Queen Anne, and other more elaborate styles, as well as some large apartment buildings, predominate major streets. Single family houses from as late as the 1920s are found on many residential streets. Most buildings are brick.

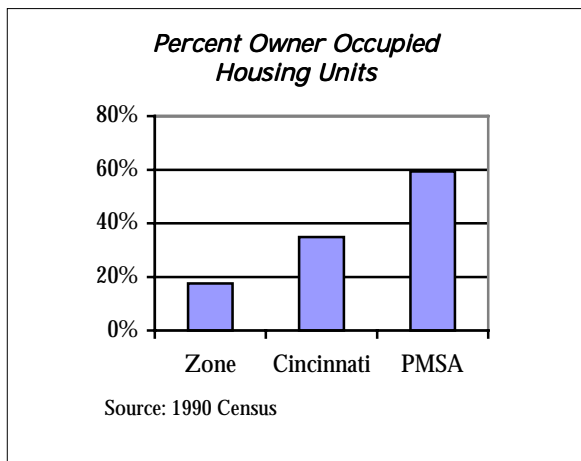
Walnut Hills and Avondale tend to have larger structures, with some areas having clusters of mansions. Many of these structures have been converted to apartments following the out-migration of wealthier households to the suburbs and the in-migration of low-income residents displaced from the West End.

Aging housing stock is a major issue in the Zone, with 59% of all units built before 1939 (Map 10). In portions of Over-the-Rhine over 75% of the housing stock was built before 1939, while portions of Walnut Hills and Avondale have fewer than 40% of all units of that age.

The impressive building size, intact street faces, and imposing architectural styles represented offer a significant resource and attraction for the EZ neighborhoods. At the same time they present a challenge, in that maintenance, repair and renovation, and the cost of heating and cooling tends to be expensive.

Preservation of architectural features are important in historic areas, such as Betts-Longworth in West End; most of Over the Rhine; Nassau-Eden; Auburn Avenue in Mt. Auburn; and DeSales Corner in Walnut Hills. However, even for the simplest repair it is often difficult and expensive to find qualified contractors or appropriate replacement materials.

Lead paint, present in 95% of the structures in the Zone, represents another challenge in maintaining and improving the housing stock. This is particularly true in smaller buildings converted to apartments and in single family houses.



The Cincinnati Metropolitan Housing Authority owns and manages approximately 7500 units of housing throughout its jurisdiction, with almost 14%, or 1,049 of those units, located in the EZ. Seven senior citizen buildings are located in Evanston, Avondale, and Walnut Hills, accounting for 785 units. Small projects and scattered site units account for 264 family units. CMHA also administers 116 Moderate Rehabilitation project-based certificates/vouchers and 967 tenant-based certificates/vouchers in the Zone. Of the approximately 12,000 project-based units with Section 8 administered directly by HUD, about 35.5%, or 4,255, are located in the Zone.

Physical Characteristics & Assets

The land use patterns in the Zone present both challenges and opportunities. As would be expected based on the age of the neighborhoods, many areas are in need of revitalization and new investment. Mixed land use patterns predominate in the Zone, with institutional and commercial uses next to residential areas. Development patterns are quite dense in most parts of the Zone, and there are many vacant or underutilized structures and properties. However, the Zone is also home to some of Cincinnati's largest institutions, which invest significant resources in capital projects in the Zone, as well as new development undertaken primarily by neighborhood development associations.

There are differences in the land use patterns of Zone neighborhoods. Queensgate includes manufacturing and business uses, while West End and Over-the-Rhine have medium density residential and mixed land uses. Mt. Auburn and Corryville are similar, but also have some residential enclaves, office/commercial uses along thoroughfares, and significant areas of public and semi-public institutional uses. Only about 20% of the Zone are single family, low-density residential uses, mostly in Avondale and Evanston.

Neighborhood Business Districts

The Zone includes many neighborhood business districts (NBD). In 1995 the City prepared a NBD market study, which included the following profiles of the commercial areas within the Zone:

- **Walnut Hills**—678 businesses with 1,609,203 square feet of commercial space; property available for development.
- **West End**—61 businesses with 105,902 square feet of commercial space.
- **Evanston**—264 businesses with 1,140,883 square feet of commercial space; a large number of vacant structures and storefronts.
- **Walnut Hills**—678 businesses with 1,609,203 square feet of commercial space; property available for development.
- **Clifton-University-Fairview Heights**—224 businesses with 498,931 square feet of commercial space.
- **Corryville**—224 businesses with 498,931 square feet of commercial space; a lack of developable, vacant land in the district.
- **Avondale**—104 businesses with 238,612 square feet of commercial space; vacant and underutilized land available for development.

Developable Sites

The Cincinnati Economic Development Department identified ten major developable sites within the Zone. These include both vacant sites and sites with buildings. A number of the sites will require remediation of environmental problems before they can be developed.

<i>Potential Zone Development Sites</i>			
<i>Site</i>	<i>Location</i>	<i>Size</i>	<i>Potential Use</i>
BASF	Evanston	5 acres	Retail
660 Lincoln	Walnut Hills	2 acres	Office
I. Deutch Sons Scrap Metal	Queensgate	6.5 acres	
Stamping Tech./Wallace Industries	Evanston	1.5 + acres	Office/Services
Dyer School	West End	<1 acre	Housing/Mixed Use
Ezzard Charles	West End	7 acres	Mixed Use
West End Industrial Sites	West End	20+ acres	Industrial
U.S. Post Office	West End	20+ acres	Light Industrial
Vacant School	Walnut Hills	1 acre	
Former Prime Time	Clifton Heights	1+ acres	Housing/Mixed Use

Source: Cincinnati Economic Development Department, 1998

Institutions and Services

The Empowerment Zone, once Cincinnati's busiest hub of social and cultural activities, still includes within its boundaries some of the region's major educational, social, cultural and health-related institutions (Map 11).

Colleges and Universities:

There are three institutions of higher learning in or immediately adjacent to the Zone. Located within the Zone are portions of the campuses of the University of Cincinnati and Xavier University. UC is the second largest university in Ohio, with a student enrollment of 35,000. UC offers 445 academic degrees and has top-ranked engineering and MBA programs. Xavier offers more than 60 degrees in arts and sciences, business administration and social sciences and has an enrollment of 6,100 students. Cincinnati State Technical and Community College, adjacent to the Zone, offers 46 associate degrees and has one of the top ten co-op programs in the nation. It also has a nationally recognized 98% job placement rate for graduates.

Health Care:

Located in or near the Zone are eight major hospitals and health care facilities. Within the boundaries of the Zone are the renowned Children's Hospital Medical Center and Shriner's Burns Institute and the University of Cincinnati Medical Center and College of Medicine, Christ Hospital, Jewish Hospital and Providence Hospital. Also within the Zone are three community health centers, two operated by the Cincinnati Health Department, and the Elm Street Health Center operated by the Cincinnati Health Network.

Cultural Arts:

There are a number of regional cultural centers within in the Zone, including Cincinnati Music Hall, which is home to the Cincinnati Symphony, and the Cincinnati Zoo and Botanical Gardens, one of the top ten zoos in the country. The Cincinnati Public Library's main facility is located in the Zone, and four branch libraries are operated in Zone neighborhoods.

*Service Provider Organizations
Located in the Zone*

- Adolph Frazier Treatment Home for Youth
- AIDS Volunteers of Cincinnati
- Alcoholism Council of Greater Cincinnati
- Arts Consortium of Cincinnati
- Arrington House, Inc.
- Black Male Coalition of Greater Cincinnati
- Center for Chemical Addiction Treatment
- Center for Peace Education
- Cincinnati Area Council on Aging
- Cincinnati Area Senior Services, Inc.
- Citizens Committee on Youth
- Comprehensive Community Child Care
- Cooperative Fiscal Services
- Courage House
- Crossroads Center
- Disabled Helping Disabled
- Dominican Community Services
- Drop In Center
- First Step Home
- Foundation for Hope University YMCA
- Franciscan at St. John, Inc.
- FreeStore/FoodBank
- Friendship Network
- Future World Productions
- Genesis Men's Program
- Healing Connection Association
- House of Hope
- House of Refuge Mission
- Ikron Corporation
- Joseph House
- Justice Watch
- Lighthouse Youth Services
- Memorial Community Center
- Mt. Auburn Health Center
- Positive Beginnings Teen Services
- Salvation Army
- Services United for Mothers and Adolescents
- Seven Hills Neighborhood Houses
- SEED Corporation/JC Wynn Center of Excellence
- Spiritual Application for Recovering Addicts
- Talbert House
- Tender Mercies
- Tom Geiger Guest House
- United Home Care
- Urban League of Greater Cincinnati
- Volunteers of America
- YWCA Alice Paul House

Source: Cincinnati Dept. of Neighborhood Services

Social Services:

Residents of the Zone have access to a number of social service providers. The Hamilton County Department of Human Services has opened a neighborhood service center in the Alms and Doepke Building in the Zone. A second center is planned for the Corryville neighborhood, which will also house a number of other services and programs.

In addition, the City of Cincinnati identified nearly 50 service-provider agencies with facilities located within the Zone that serve a wide range of needs and diverse populations (see sidebar). Many of these organizations participated in the Community Partners Group and are listed in the Appendix.

The service organizations in the Zone include a number of homeless service providers. These include the Drop Inn Center, which provides emergency shelter for men and Franciscan at St. John, which provides emergency shelter for families. Joseph House, Inc. is a provider of shelter and transitional housing for veterans with chronic mental illness and Lighthouse Youth Services provides emergency housing for youth and young men and women. Tom Geiger Guest House and the YWCA Alice Paul House provide shelter and transitional housing for victims of domestic violence and their children.

Schools

The Empowerment Zone neighborhoods are within the boundaries of the Cincinnati Public School District. Located within the Zone are four high schools, two middle schools and 17 elementary schools. A number of these have a specialized focus, including Hughes Center (Health Professions, Teaching Professions, Zoo Academy), Schiel Primary School for Arts Enrichment, North Avondale Montessori and Rockdale Paideia. The five magnet schools within the Zone draw students from throughout the City, while the remaining schools are neighborhood schools. Also within in the Zone are 12 of private and parochial schools.

Infrastructure and Public Facilities

The condition of the infrastructure varies from fair to poor condition throughout the zone. A majority of the communities within the zone are older areas of the city and have older infrastructure.

Streets:

Approximately 25% of the street and sidewalk system within the Zone are in poor condition. Numerous streets were also constructed without curbs and storm sewers in this portion of the city. These unimproved streets can cost ten times as much to repair as a street that needs to be resurfaced.

No major street expansion is planned in these areas except adjacent to the University of Cincinnati campus. The Uptown plan developed by the city identified numerous Transportation System Management (TSM) improvements that could be made to the transportation network. The TSM improvements in the areas surrounding the Zone could improve or minimize congestion during rush hours, with additional turn lanes, signal timing improvements, parking management, and limiting access to some streets.

Parking:

Parking is lacking adjacent to the UC Medical Center and university area. The UC Master Plan is eliminating on campus parking which is forcing more of the cars from this primarily commuter college to park on surrounding neighborhood streets. In addition, the parking rate adjacent to the medical center is high for the lower income residents in the area. The high cost of parking forces more use of adjacent residential streets.

Water and Sewer Systems:

The water supply system within the Zone is aging and averages 75 years old. Since the Zone is primarily an older residential area of the City, the water supply systems have not been impacted by major new development.

The sewer system within the City and the Zone is a combined system that operates as separate storm and sanitary systems under low water flow. However, during heavy rainfall events the storm

water and the sanitary systems become mixed together. In many of these situations the sewage flows into the storm sewers and into local creeks and rivers. The city has made the elimination of these combined sewer overflows (CSO) a priority as evidenced by the two large projects planned within the Zone by the Metropolitan sewer District.

Retaining Walls/Hillside Stabilization:

The City has unique geology that is extremely prone to landslide susceptibility. Retaining walls are located throughout the Zone to create level spaces along steep hillsides. The Mt. Auburn and Clifton Heights hillsides are two steep hillsides in the Zone overlooking the Over-the-Rhine and Downtown areas. Complex retaining structures are used to support the hillsides or to correct the landslides. No major capital expenditures are planned for hillside stabilization in the Zone.

Police and Fire Stations:

Located within the Empowerment Zone is the one police station and three city fire stations. Several other fire stations and police substations are located in close proximity to the Zone boundaries.

Recreation:

The Zone neighborhoods have access to a number of city recreation facilities, as well as several city parks. However, the recreation centers and pools in the Zone tend to be older and in poor condition.

Within or immediately adjacent to the Zone are eight community recreation centers, several of which also serve as senior centers. Centers in the Zone include: Bush Center, Hirsch Center, Krusck Center, Lincoln Center, and Over-the-Rhine Center. In addition, a new Corryville Community Center is under construction.

There are also eight city swimming pools in the Zone. The city is in the process of converting the current pool system to the new aquatics center philosophy to minimize future maintenance and to provide better value for the users.

Public Transportation:

The bus service from the Zone is generally good to downtown. However, it is more difficult to traverse the city in an east-west direction. In addition, a circulator type bus system or shuttle is currently needed in the communities adjacent to the university and medical center.

A feasibility study has been completed and funds secured for preliminary engineering for the construction of a regional light rail system. If built as planned, the light rail will run through the Zone, following the east side of the Interstate 71 alignment. This light rail will help to meet the commuting needs of those living in the Zone who do not have cars and are unable to reach the suburban employment sites. The light rail stations are expected to also create opportunities for economic development. Bus transfer stations will also be a component of the light rail stations.

The City spent approximately \$42 million on Capital Improvements within the Zone from 1995-1998. This included renovation of recreation centers, water and sewer line improvements, hillside stabilization and traffic signals.

Construction/Investment Activity

Despite the economic distress evident in many neighborhoods, there is capital investment and residential, commercial and institutional construction occurring in within the Zone. Most is driven by large institutions and community-based development organizations. The following is an overview of major construction activity that is planned or has been completed in the recent past:

Planned Institutional Investment:

- Children's Hospital Medical Center—Expansion of main campus, \$128 million
- Hamilton County—Parking garage and neighborhood service center, \$20 million
- Cincinnati Zoo—Expansion of exhibits and administrative buildings, \$35 million
- University of Cincinnati—\$122 million improvements to various facilities

Other Development/Investment Activity:

Over \$81 million of investment has occurred or is planned in Zone neighborhoods, and includes significant investment of City resources. Most is residential development and includes new construction and housing rehabilitation. Although primarily undertaken by non-profit developers, there are also examples of private developer activity in the Zone.

Avondale

- Avondale Redevelopment Corporation/Cedar Meadows I & II—44 duplex homes completed selling in \$75-90,000 range; total project cost about \$5.5 million.
- ARC/Harvey Point project at Glenwood and Harvey—10 duplex homes completed selling at \$100,000; total project cost \$1.2 million.
- ARC/subdivision on Spring House Lane—will sell up to 20 lots for development of units selling for \$250,000 or more to be built by individual builders; total project cost \$3.2 million.
- Jireh Development Corporation will build four homes to sell for \$60,000.

Clifton Heights

- Planned new construction of 14 private homes in the \$200,000-\$250,000 price range.

Corryville

- Corryville CDC—Planned new construction of 110 housing units (60 rental, and up to 50 home buyer) and some limited retail commercial; total project cost \$12 million.

Mt. Auburn

- 30 units completed and 6 units planned of market rate rental housing; total project costs \$1.7 million.
- Planned rehab of 60 low rent market rate efficiency apartments; total project costs \$775,000.
- Mt. Auburn Good Housing Foundation—Planned repairs and upgrades to the 56 unit Malvern Place Apartments; \$1.4 million total project costs.

Over-the-Rhine

- Development of 81 market rate rental units completed; \$4.5 million total project costs.
- Brackett Village—105 unit Low Income Housing Tax Credit Project completed; \$10 million total project cost.

- Planned renovation of Findlay Market and adjacent mixed use buildings, including 60 residential units; total project cost \$15 million.
- Rhine Housing Network's Sharp Village—38 units completed and 40 units planned, Low Income Housing Tax Credit project; total project cost Phase I, \$3.6 million.
- ReSTOC—26 units for very low income and homeless singles; \$1.2 million total project cost.

Walnut Hills

- Walnut Hills Redevelopment Foundation—planned 9 unit scattered site new housing; total project cost \$920,000.
- Rehabilitation of six large Queen Anne homes for sale to owner occupants.
- Lincoln Terrace—89 unit Low Income Housing Tax Credit project.
- Calvary Community Corp. and Walnut Hills Redevelopment Foundation—planned 11 unit townhouse project.

West End

- Betts-Longworth Historic District and CitiRAMA—new 13 unit and 31 unit subdivisions completed; \$20 million total project cost.

neighborhoods adjacent to high problem areas, where people struggle to make ends meet. Two neighborhoods were classified as SES III, middle class enclaves bordering on areas in SES I and II.

The UC study also looked at changes in the status of neighborhoods between 1980 and 1990. Zone neighborhoods with a decline of 10 points or more in the assessment scale were Avondale, Over-the-Rhine, Evanston and Walnut Hills.

Zone Neighborhood Social Indices

<i>Neighborhood</i>	<i>Social Need/ Conditions Index</i>	<i>Social Economic Status Index</i>
West End	Distressed	SES I
Avondale	Distressed	SES I
Over-the-Rhine	Distressed	SES I
Walnut Hills	Distressed	SES I
Mt. Auburn	At-Risk	SES II
Evanston	At-Risk	SES II
Corryville	At-Risk	SES II
Fairview-Clifton	At-Risk	SES III

Sources: Cincinnati Planning Department, University of Cincinnati School of Planning, 1997

Summary: Neighborhood Trends

Considering demographic, housing and physical development trends, two studies were completed in 1997 that profiled Cincinnati neighborhoods. The Cincinnati Planning Department's *Social Needs and Conditions Index* analyzed 1980 and 1990 census data and 1995 city crime statistics to classify neighborhoods as distressed, at-risk, stable, good or very good. Four neighborhoods in the Cincinnati Empowerment Zone were classified as "distressed" and four were classified as "at-risk." Queensgate, which does not have residential development, was not included in either analysis.

The Social Areas of Cincinnati, prepared by the University of Cincinnati School of Planning, used census data from 1970-1990 to assign Cincinnati neighborhoods a Social Economic Status (SES) Index. Neighborhoods in SES I were considered high problem areas. Included in this group were four zone neighborhoods. Four neighborhoods were grouped in SES II—second stage

Assessment: Cincinnati and the Region

As the Community Partners Group undertook the “SWOT” analysis in preparation for developing the strategic plan, they were struck by the contrasts between the conditions in the Zone, and those of Greater Cincinnati. Although most neighborhood residents knew this, it was an eye-opener for regional partners. The assessment reveals the extent to which the Zone has been left behind as the region has moved forward. The assessment also reveals that the City of Cincinnati has lagged behind the region, and has experienced significant population loss, increasing poverty and employment loss.

The progress of Greater Cincinnati, however, provides a real opportunity for improving the lives of Zone residents. Linkages between the Zone and the regional resources described in the assessment can help to pave the way for economic opportunity and prosperity for all Cincinnati residents.

Regional Population & Growth

This portion of the community assessment includes data on the following three geographic areas:

- City of Cincinnati
- Hamilton County—includes all of the City of Cincinnati
- Cincinnati Primary Metropolitan Statistical Area (PMSA)—includes Hamilton, Warren, Clermont and Brown counties in Ohio; Boone Campbell, Kenton, Gallatin, Grant and Pendelton counties in Kentucky; and Dearborn and Ohio counties in Indiana

In 1990 the Cincinnati PMSA ranked 31st in population in the nation and second in Ohio. The City of Cincinnati ranked 49th in population among all cities in 1990.

While the region has grown over the last 20 years, both the City of Cincinnati and Hamilton County have experienced a loss of population. The PMSA population grew by 67,794 from 1970-1990. The

County population, however, decreased by 57,790, while Cincinnati’s total population fell by 88,483, a drop of nearly 20%.

Economic Profile, Trends & Resources*Regional Economy*

Greater Cincinnati is a major center for research and development, manufacturing, wholesaling, retailing, insurance, finance and health services. The region is the location of the headquarters of a number of Fortune 500 companies, including American Financial Corp., Cinergy Corp., Federated Department Stores, The Kroger Co., Mercantile Stores Company and The Procter & Gamble Co. Another 370 Fortune firms have operations in Greater Cincinnati.

In 1995 *Demographics USA* ranked Hamilton County 17th nationally among all US counties in the manufacturing employment. Prominent manufacturing groups include transportation equipment; food and kindred products; metal working and general industrial machinery; chemicals; fabricated metal products; printing and publishing. More than 1,000 firms in the region are engaged in international trade, ranking Greater Cincinnati 25th nationally in total exports. Foreign Trade Zone status is available in Cincinnati to assist firms engaged in international trade to lower import duty and tax expenses.

Regional Profile

<i>Area</i>	<i>Size</i>	<i>1990 Population</i>	<i>Change 1970-90</i>
Cincinnati	77.2 sq. mi.	364,040	-19.5%
Hamilton County	412.8 sq. mi.	866,228	-6.7%
Cincinnati PMSA	3,343 sq. mi.	1,452,645	4.7%

Sources: Cincinnati Planning Department, University of Cincinnati School of Planning, 1997

The 1997/1998 update of the Hamilton County Overall Economic Development Plan (OEDP) notes that between 1983 and 1993, Hamilton County experienced growth in both jobs and the number of business establishments. While total employment increased by 26% (105,524 jobs) during this period, growth was primarily in the retail and service sectors, and manufacturing employment decreased by 11%. The large increase in service sector employment (64%) was mainly due to the growth in the business and health services sectors.

Over a ten-year period, the number of business establishments in Hamilton County increased by 16.5%, from 21,650 in 1983 to 25,234 in 1993. The vast majority of businesses in all sectors employ fewer than 50 people. The 1987 Economic Census identified 2,597 Minority Business Enterprises and 20,806 Women Business Enterprises in Cincinnati. About 70% of these businesses were in the retail and service sectors. A characteristic of these businesses is that they employ fewer than 200 people and in most cases the number of employees is much below this level.

Although there has been overall employment growth in the county and region, there have at the same time been business closings and downsizing and migration of employment from the central city. The OEDP identified 24 business closings during the period between 1992-1997, affecting about 5,000 employees. Another 46 companies experienced layoffs of 9,700 employees.

The City of Cincinnati has been particularly hard hit with layoffs and businesses closings. From

1980-1993 Cincinnati firms eliminated more than 12,500 positions. Some of this loss has resulted from out-migration of businesses to suburban locations. Although these jobs have remained in the metropolitan area, they are of no direct benefit to the City's tax base or to many low-income residents who do not have adequate and reliable transportation to reach jobs in suburban locations. The City is in constant competition with its suburbs, which can offer a plentiful supply of undeveloped land and cheaper office and retail space.

Research and Development

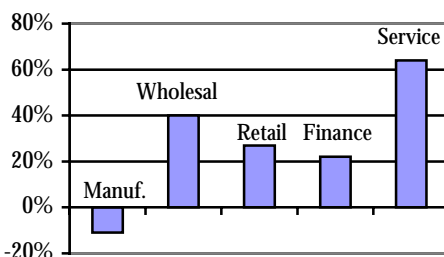
Greater Cincinnati is home to a diverse group of industries including biotechnology, pharmacology, manufacturing technology, advanced materials, paper packaging, aerospace and computer software. Companies with research and development operations are supported by a wide

Top 25 Regional Employers

- Procter & Gamble-15,000
- University of Cincinnati-14,390
- Federal Government-13,595
- Health Alliance of Grt. Cinn.-12,410
- The Kroger Company-10,439
- GE Aircraft Engines-8,000
- City of Cincinnati-7,512
- Tri-Health Inc.-7,457
- Cincinnati Public Schools-7,046
- Cincinnati Bell-7,000
- Hamilton County-5,794
- Federated Department Stores-5,600
- American Financial Group-5,500
- Anthem Blue Cross/Blue Shield-5,500
- Delta Airlines-5,100
- Franciscan Health Systems-4,720
- Cinergy Corporation-4,290
- AK Steel-4,200
- Children's Hospital Medical Center-4,102
- Cincinnati Milacron-4,000
- Mercy Regional Health Systems-3,816
- Frisch's-3,669
- State of Ohio-3,663
- Fifth Third Bank-3,655

Source: *Cincinnati Business Courier*, 1998

**Employment Change by Sector
Hamilton County, 1983-1993**



Source: 1983-1993 County Business Patterns

variety of advanced technology firms, top ranking educational/medical institutions and a myriad of research, development and testing facilities. These include:

- The University of Cincinnati's new Engineering Research Center is home to 14 research centers.
- UC Medical Center ranks nationally among the top 25 academic research centers.
- Children's Hospital Medical Center is number four in National Institute of Health funding for pediatrics.
- U.S. Environmental Protection Agency
- National Institute of Safety and Health
- U.S. Food and Drug Administration National Forensic Chemistry Center
- Institute of Advanced Manufacturing Services (IAMS) was created in 1982 to enhance the competitiveness of small-to-medium-sized manufacturers by providing engineering assistance, technical information and networking opportunities.
- BIO/START, affiliated with the Edison Center, is a bio/medical incubator, housing up to 25 start-up firms and early-stage companies.

Employment and Labor Force

In 1994 the Hamilton County labor force included 443,600 persons, a decrease of about 35,000 from 1989. The unemployment rate for the county has fluctuated between 4.0-6.0% since 1989, and currently is at about 4%. This is about one-half the unemployment rate of the City of Cincinnati.

A recent report by the University of Cincinnati Center for Economic Education, *Greater Cincinnati Labor Market Study—Characteristics of Employment Opportunities in Greater Cincinnati*, predicts that the employment growth experienced in the Cincinnati area will continue. According to the Ohio Bureau of Employment Services, employment in Greater Cincinnati will grow by 18% between 1994 to 2005. This translates to an increase of 159,740 jobs.

The report identifies two primary occupational areas where over half of all employment growth will occur. Most employment growth (28%) will not occur in the lowest paying occupations, but in professional, paraprofessional and technical occupations. These occupations have both hourly wages (\$12.53) and education requirements that are above average.

The second occupation where high growth is predicted (22%) is in the service sector. These employees earn the lowest median hourly wage (\$6.63) of all occupations in Greater Cincinnati, but less extensive education requirements.

The report also found that jobs that have no education requirements or require a high school degree will decline between 1996 and 2001, while those that require post secondary education, some college or a college or advanced degree will increase over this period.

Characteristics Greater Cincinnati High Growth Occupational Areas

<i>Job Characteristics</i>	<i>PPT Occupations (1)</i>	<i>Service Occupations</i>
Percent of all projected job growth 1994-2005	28%	22%
Median Wage	\$12.53	\$6.63
Percent jobs requiring over one year experience (in 2001)	80%	34%
Percent jobs requiring some secondary education (in 2001)	74%	21%
Most important skill to perform job	Thinking skills	Basic skills
Skill most difficult to find in job applicant	Thinking skills	Personal qualities
Greatest reasons for difficulty keeping positions filled	Employee not happy with job	Excessive Absences

Sources: Economics Research Group, Center for Economic Education, University of Cincinnati, *Greater Cincinnati Labor Market Study*, 1997.

(1) PPT—Professional, paraprofessional and technical

The Greater Cincinnati Chamber of Commerce publication *Economic Outlook 1998* notes that unemployment has remained low for several years. As a result, new jobs in Greater Cincinnati are being filled by attracting workers from outside the region and by attracting back into the workforce persons who took early retirement during the downsizing and restructuring of the early 1990s. The report predicts that the tightness of the local labor market will continue to affect the prospects for future employment growth, and that companies looking to expand or relocate in the Cincinnati area will seriously examine the available labor force before committing to such plans.

The community has taken steps to address the regional labor shortage issues.

- The Transportation Resources and Information Program (TRIP) was initiated by a collaboration of workforce and transportation agencies in 1996. The program encourages the use of public transportation, van pooling and shuttling, and will also lease donated cars to employees to access jobs.
- The Greater Cincinnati CareerResources NetWork Center, operated by the City of Cincinnati Employment and Training Division, provides job seekers with access to multiple employment services through a collaboration of 45 employment, education and training providers serving the Greater Cincinnati regional labor market.
- The Cincinnati Institute for Career Alternatives and the City of Cincinnati provide reverse commute vans daily, accounting for more than 35,000 passenger trips daily.

Economic Development

Site Selection magazine ranks Cincinnati 10th in attracting new and expanded business. Key regional locations for new development include areas around the Cincinnati/Northern Kentucky International Airport and along the I-71, I-75 and I-275 corridors in Southwestern Ohio.

Economic development within the City of Cincinnati is a challenge, because of the lack of

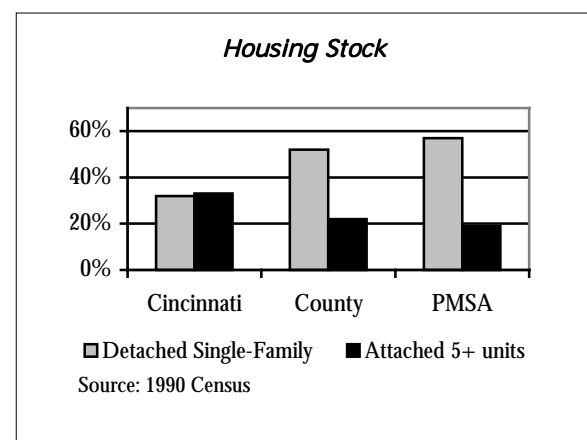
developable “greenfield” tracts of land. Many of the larger sites in the City, particularly in the inner city, have environmental contamination, vacant buildings or other blighting influences. This year the City of Cincinnati received a US EPA Brownfield Pilot Grant to develop strategies to remediate and redevelop abandoned, idle or underused commercial and industrial properties. The Port Authority for Brownfields Redevelopment in Cincinnati and Hamilton County was created to implement this project.

This year the Greater Cincinnati Chamber of Commerce established a new “Partnership for Greater Cincinnati.” The Partnership links economic development organizations in the three-state region in a collaborative effort to promote and advocate for economic growth and business retention, as well as to alleviate the regional shortage of workers.

Housing Profile, Trends & Resources

The 1990 Census identified 582,376 housing units in the Cincinnati PMSA, 361,421 in Hamilton County and 169,088 in the City of Cincinnati. Between 1980 and 1990 the number of housing units in Cincinnati decreased by 3,483, while the number in the County increased by 18,348 and the PMSA gained 51,890 housing units.

The housing stock in both the PMSA and Hamilton County consists primarily of detached single family units (both renter and owner occupied), while in Cincinnati this type of



structure comprises only about one-third of the housing stock. Within the City of Cincinnati, however, one-third of all housing units is in structures with five or more units.

Tenancy

The differences in the housing stock are related to the patterns of home ownership in the region. In Cincinnati, only 35% of all units are owner occupied, while 60% of the housing in the PMSA is owner occupied. The City of Cincinnati has 29% of all housing units in the region, but only 19% of all owner-occupied units are within the City.

Ownership status is also a factor of race. While 68% of all white householders in the Cincinnati region are homeowners, only 33% of African Americans own their own home.

Housing Age and Condition

Housing in Cincinnati is older than in the balance of the region. The median date of construction for units in the City is 1946, while the median year of construction in the PMSA is 1962. Only 1,435 new owner units and 5,617 new renter units were built in Cincinnati between 1980 and 1990, while the region experienced significant new residential development—51,945 new owner units and 26,476 new renter units during this period.

In 1990 there were 33,991 vacant housing units in Greater Cincinnati, or 6% of the total housing stock. Forty-three percent of these, or 14,746 units, were located within the City of Cincinnati.

There is clearly a relationship between the age of the housing stock and housing condition. The 1990 American Housing Survey for the Cincinnati metropolitan area estimated that there were 10,000 housing units in the City that are substandard—8,000 with moderate physical defects and 2,000 with severe physical problems. Renters reported housing condition problems at about twice the rate of owners. Moderate problems were more likely to occur in the City than in other parts of the County or region, while severe problems are more likely to occur in areas of the region outside of Hamilton County.

Lead-based paint is a significant housing issue in Cincinnati. Because of the age of the housing stock, it is estimated that approximately 90% contain some level of lead paint.

Affordability

The Cincinnati Consolidated Plan estimates that there are 20,412 Cincinnati households with incomes at or below 50% of the area median with severe housing cost burden (paying more than 50% of their income for housing). These households are six times more likely to be renters than to be homeowners.

Public and Assisted Housing

Cincinnati's Consolidated Plan identifies 24,509 public and assisted housing units in Hamilton County and 87% of these are located within the City of Cincinnati. Cincinnati Metropolitan Housing Authority estimates that this includes the following:

- Public Housing Units (conventional and scattered site)—7,500
- Moderate Rehabilitation Units—400
- Tenant-Based Section 8 Units—4,200
- Project-Based Section 8 Units—12,000

CMHA has adopted an innovative, market driven approach to management of its housing stock and housing assistance programs, and has initiated the following programs and activities:

- The Regional Opportunity Counseling Program is a partnership between CMHA and area non-profit organizations to give participants in the Section 8 program greater access to attractive apartments located in a wide range of communities across the tri-state region. The program includes a subsidy that guarantees cash flow and a higher occupancy rate for landlords and CMHA Family Self-Sufficiency housing counselors to assist program participants exercise choice in housing, schools and jobs.
- The Income Disregard Program encourages work and self-sufficiency among CMHA residents. CMHA disregards 20% of a

resident's earned income above \$10,500 for the purposes of calculating rent.

- A HOPE VI grant was awarded to CMHA for the redevelopment of Lincoln Court family public housing community. The project will include a mixture of market, public housing and affordable units for both renters and homeowners.

Homelessness

The Cincinnati Consolidated Plan indicates that an estimated 16,000-18,000 Cincinnatians are homeless at some point during the year and that about 1,800 persons are homeless at any given time. Most of those who are homeless in Cincinnati can access some sort of emergency shelter, however there are instances of persons living in automobiles, under bridges or along riverfronts.

The community has a number of programs and facilities to provide housing and services for people who are homeless and for homeless populations with special needs, including mental illness, substance abuse and domestic violence. These include: 538 emergency shelter beds in 13 facilities; 601 transitional housing beds in 8 facilities and several permanent supportive housing programs, including Shelter Plus Care and SRO housing. Cincinnati's Continuum of Care plan puts a high priority on providing additional permanent, affordable housing with service enrichments for populations with special needs.

Housing Development

Greater Cincinnati has a strong foundation on which to build housing development activities to meet the needs of the Zone. The first is the existence of experienced and productive Neighborhood Development Corporations. NDCs have developed hundreds of units of new and rehabilitated housing for both renters and home ownership in central city neighborhoods. Technical assistance and operating support are provided to NDCs through the NDC Association and the Greater Cincinnati Housing Alliance.

Private developers are also undertaking projects in older parts of the City. The Home Builders Association of Greater Cincinnati has completed

two CiTiRAMA subdivisions in central city locations. These developments have produced new single family detached homes selling for an average of \$150,000.

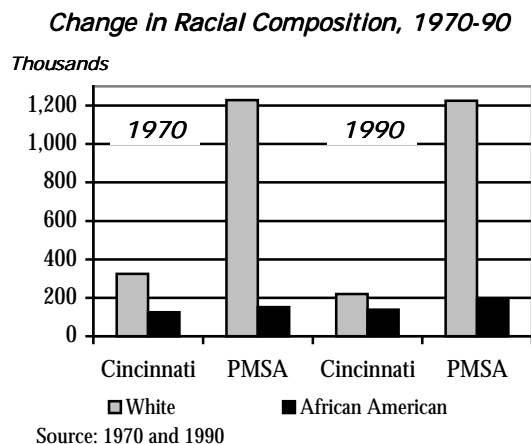
Finally, there are significant resources for housing development available in Greater Cincinnati. These include public funds from federal, state and local government, as well as financing from local lenders, foundation grants and private sector equity through the Low Income Housing Tax Credit. Additional resources may also be available to the community from national intermediary organizations. Both the Enterprise Foundation and the Local Initiative Support Corporation are currently conducting assessments in Cincinnati to determine the feasibility of initiating a local program.

Social Profile, Trends & Resources

The differences between the Zone and the region are most evident when one analyzes data on social characteristics and conditions. This includes the areas of race, education and poverty.

Race

Population data for Cincinnati and the region shows significant out-migration of whites from the City and an increase in the City's African American population. Between 1970 and 1990 Cincinnati lost 105,109 whites, or about one-third of its white population. As a result, African



Americans comprised 38% of the City's population in 1990, compared with 28% in 1970.

There has also been some dispersion of African Americans throughout the region over the last 20 years. The PMSA's African American population grew by 38,140 during this period, and African Americans now make up 13% of the PMSA population, compared with 10% in 1970. The percentage of African American households in the City, however, is still three times that of the PMSA.

Household Composition

There are differences between the household profiles in the City of Cincinnati and the PMSA. The City has a greater percentage of single person households than does the region and nearly twice the percentage of female-headed households with children. In 1990, 40% of all households in the City were one-person households, while only 26% of the households in the PMSA have this composition. In Cincinnati 20,465 households, or 13.3% of the total, are female headed with children. In the region there are 40,897 such households, but they comprise only 7.5% of all households.

There is no significant difference between the proportion of elderly households (headed by a person age 65+) in the city and region. Twenty percent of the City's households are headed by an elderly person, compared with 19% of the households in the PMSA.

Education

Data on educational attainment gives a mixed regional profile. Seventy-five percent of all residents of the PMSA have a high school diploma, compared with 70% of all Cincinnati residents. However, there is a slightly higher percentage of college graduates among City residents. Twenty-two percent of all Cincinnati adults have a college degree or greater, compared with 20.5% for the region.

Drop out rates for students in the Cincinnati Public School District remain high, and only 48% of students who enter 9th grade graduate from high school. However, the Cincinnati Public

Schools have implemented a number of innovative programs that are making progress in improving the quality of the school system:

- An extensive magnet program, with schools offering specialized programs and curriculum;
- Decentralization of school decision making to parents, teachers and principals;
- Setting high behavioral and academic standards; and
- Comprehensive national education reform models, including the Johns Hopkins "Roots and Wings" program.

These initiatives have resulted in increased state proficiency test scores in some Cincinnati schools.

Income and Poverty

Some of the most significant social trends in the Greater Cincinnati area can be identified by examining data on income and poverty. Between 1980 and 1990, Cincinnati's population declined by 6%, while the number of persons living below the poverty line increased from 19.7% to 24.3%. Poverty rates for the PMSA increased slightly, from 10% in 1980 to 11% in 1990, however, most of this can be attributed to increases within the City of Cincinnati.

Cincinnati continues to have a disproportionate share of the region's poor. Although comprising only 25% of the regional population, it has 52% of the PMSA population living below the poverty level. Median household income for Cincinnati residents in 1990 was \$21,006, compared with \$30,691 for the region.

Despite increasing poverty, welfare caseloads are in Hamilton County are decreasing. In June 1998 there were 6,866 "assistance groups" receiving TANF assistance from the Hamilton County Department of Human Services. This is a 56% decrease since January 1994 in the number of households receiving assistance. However, HCDHS reports that there has been a leveling in this rate of decrease and a higher percentage of those remaining on public assistance are those with greater barriers to self-sufficiency who are exempt from work requirements.

Hamilton County Department of Human Services has adopted a neighborhood service delivery system to better target resources to better meet consumer's needs. These centers geographically assign case workers who had previously been assigned by program area. This effort is an expansion of the Family to Family initiative sponsored and funded by the Annie E. Casey Foundation, which uses case management teams to more holistically manage cases that cross program specialties.

HCDHS is also working closely with employers and has established Meet Your Employer sessions to match employers with persons seeking employment. The department also funds a successful employment retention program to assist former welfare recipients to successfully maintain employment.

Moving Forward Together

The Community Assessment provides a picture of both challenges and opportunities. Clearly the area of Cincinnati included within the boundaries of the Empowerment Zone is one of great physical, economic and social distress. This is clear based on a number of objective criteria, including comparisons with the Greater Cincinnati area. On a number of indices, the Zone and the City of Cincinnati as a whole have not shared in the progress of the region, and in some areas, including the poverty rate, have fallen behind.

The Community Assessment, however, also provides reason for optimism. The area is rich in human, organizational and financial resources. Innovative programs are already in place to begin to address many of the needs identified in the Zone. Other regional resources could be brought to bear, if the necessary linkages were formed with Zone residents and organizations. This is the challenge that the Community Partners focused on as they developed the vision, goals and implementation plan set forth in this application.

Cincinnati Empowerment Zone Developable Sites

Cincinnati has included three Developable Sites in its EZ Implementation Plan (Maps 12-15). These are:

- IAMS-Swifton Commons-Vine Street Dump and Vicinity,
- Blue Ash Airport, and
- The Conrail Site.

These were chosen outside of the Empowerment Zone boundary to increase the land available for business development and expansion for Zone businesses while providing additional employment opportunities for Zone residents. Each site was chosen for its business development potential, connection to regional resources, and its relationship to federal initiatives. These sites provide approximately 640 acres of business and industrial zoned land for development.

Development Site Selection Criteria

Five factors were evaluated in selecting the Cincinnati Empowerment Zone Developable Sites:

- **Ownership**—Public ownership or ownership by entities that have a development relationship with the City are primary criteria in site selection. Public ownership eliminates lengthy land acquisition proceedings that can delay redevelopment projects.
- **Access to Public Transportation**—Sites located on an established or proposed public transit line are a priority because over 50 percent of Zone households do not have an automobile.
- **Business or Industrial Zoning**—Business and industrial zoned land provides for the broadest range of job intensive land uses. This factor is important because 15 percent of the Zone residents are not employed.
- **Leveraging Existing Commitments**—Leveraging existing and proposed resources is a basic goal for each Cincinnati Empowerment Zone program.

- **Connects Zone Residents to the Region**—Implementation of regional initiatives is a factor in site selection.

*Developable Sites**IAMS–Swifton Commons–Vine Street Dump and Vicinity (IAMS-Swifton)*

IAMS-Swifton contains approximately 480 acres of institutional, business, and industrial zoned land. This area contains the Institute of Advanced Manufacturing Sciences (IAMS), a regional manufacturing technology institute on a 143 acre campus. IAMS has at least 80 vacant acres available for redevelopment. Current businesses located in the IAMS Business and Research Park include: General Electric's engine repair technology center, Givaudan Roure's flavor research development center, and the FDA Forensic Laboratory and District Office. The Ohio Department of Mental Health (ODMH) currently operates the Pauline Warfield Lewis Center north of IAMS. Continued downsizing of state-owned mental health facilities is expected to make additional acreage available for the expansion of IAMS. ODMH will give IAMS first option on a minimum of 50 acres to be used for expansion of IAMS. The retail value of the land is estimated at \$85,000 per acre, with a total value of \$4,250,000.

Swifton Commons is an underutilized urban shopping mall on 30 acres. The Allen Temple Real Estate Foundation recently announced its purchase of Swifton Commons and plans for extensive redevelopment for business and service uses. The City of Cincinnati will support Swifton's redevelopment with a \$400,000 forgivable loan for its acquisition.

The former Vine Street Dump is the first redevelopment site selected under the \$200,000 US EPA Brownfields Redevelopment grant, which was matched by \$200,000 of City funds. This project is a City/County partnership to facilitate the reuse of brownfield sites. The Port

Authority was reactivated to lead the area of brownfields redevelopment. Carthage Landfill is a seven acre site with industrial zoning. An initial reuse analysis indicates that job intensive, light manufacturing, or commercial operations are best suited for this site. A Letter of Intent is already in place with the property owner. This site is located on Vine Street, which is a major north south corridor in the Cincinnati Empowerment Zone and Hamilton County.

Millcreek Psychiatric Center, a 25 acre site located south of IAMS, is owned by Hamilton County. This facility is scheduled for redevelopment within the next 12 months. The City has proposed to the County that this site be redeveloped as an expansion of IAMS.

Career Resource Center - The City of Cincinnati recently opened a Career Resource Center in the Hillcrest Shopping Center north of Swifton. This facility consolidates the resources of numerous employment service agencies into one location, which streamlines the job search for the unemployed and those seeking to upgrade employment. This high tech center has computers available for both the job seeker and employers. Job seekers can search for job opportunities, create resumes and business letters, and use a phone center to send and receive messages regarding job openings. Employers can add their job openings to the center's computer data base that is also available to approximately 45 member agencies. The Career Resource Center is a major employment access resource for the region and will be extremely important in increasing the employment rate for Cincinnati Empowerment Zone residents.

Blue Ash Airport Development Site

This 100 acre City of Cincinnati owned land is the non-aviation portion of the Blue Ash Airport located in northeast Hamilton County. This site offers Cincinnati an opportunity to create a Joint Economic Development Zone (JEDZ) to facilitate business development in the county. JEDZs allow municipalities to share in the costs for development and the tax benefits created by user businesses. Cincinnati is an older, land-locked city with little land available for commercial

industrial development. Development of the non-aviation portion of the Blue Ash Airport will enable to City to offer sites to existing City of Cincinnati businesses that have outgrown their current site or attract new businesses into the region and directly benefit from the new investment and jobs. The site is also within a quarter mile of the proposed Light Rail Transit line and the new jobs created at this location will be accessible to Cincinnati Empowerment Zone residents.

Conrail Site

This 60 acre City of Cincinnati owned site is located in the communities of Riverside and Sedamsville. The Conrail Site is located on River Road also know as US 50, a State of Ohio highway. Historical use of the site included a railroad yard and roundhouse and in later years the site contained a mixture of industrial operations. The City of Cincinnati already remediated the contamination resulting from the railroad roundhouse. Conrail is one of the largest, vacant, industrial owned sites in the City of Cincinnati. Substandard infrastructure, including narrow lane widths on River Road, has deterred redevelopment of the Conrail Site for a number of years. The City of Cincinnati and State of Ohio plan to upgrade River Road in the vicinity of the Conrail Site over the next decade. These improvements are expected to cost approximately \$13,000,000. Preliminary site planning indicates that the Conrail Site can accommodate up to 500,000 square feet in new industrial uses with up to 1,200 new jobs. River Road/US 50 is a major east west state highway and connector for Ohio and is served by public transportation.

Approaches to Development

Care was taken to limit the Developable Sites to land that is zoned for business and industrial uses in order to obtain the greatest number of jobs per site. Easy access for Cincinnati Empowerment Zone residents was a second priority in our site selection criteria. Each site is on an existing or planned public access route. The Blue Ash Airport development site is located within a quarter mile of the proposed Light Rail Transit line. This bi-

state system is one of the inter-modal transportation priorities for the region and this project is projected to cost approximately \$1.2 billion. The transit line passes through the Cincinnati Empowerment Zone and up to 10 transit stations are proposed within the zone. The Light Rail System connects two of the region's major employers, Northern Kentucky Greater Cincinnati Airport and Paramount's Kings Island Amusement Park. The other major infrastructure project will substantially upgrade River Road from State Avenue west to Fairbanks Avenue and cost approximately \$10,000,000. The State of Ohio and City of Cincinnati have already committed \$3,000,000 to River Road Phase 1 improvements. The City of Cincinnati has allocated \$4,000,000 to the River Road Phase 2 improvements and the state is evaluating funding options for the remaining funds. Conrail is the major, vacant redevelopment opportunity in this area, however, the September 1997 City Council approved Conrail Site and Vicinity Urban Renewal Plan identified additional underutilized industrial facilities that are available for redevelopment. Brownfield redevelopment will target the former Vine Street Dump in Carthage. Brownfield redevelopment resources will also be directed to assist the redevelopment of tax delinquent and or dilapidated commercial and industrial sites identified in the new Zone Property Clearinghouse Program.

Businesses interested in locating or expanding in one of the Cincinnati Empowerment zone Developable Sites will be offered, at a minimum, use of the following incentives: Industrial Revenue Bond financing, SBA 504 loans, Cincinnati Small Business loans, Ohio Jobs Tax Credits, Ohio Urban Jobs and Enterprise Zone tax abatements, Local Job Tax Credits, and Welfare to Work Tax Credits. The City of Cincinnati requires that each company receiving an incentive to use its 'best efforts' to fill 75 percent of any new jobs with city residents. In addition, we will require that each company receiving Cincinnati Empowerment Zone incentives to use its 'best efforts' to hire Cincinnati Empowerment Zone residents for 50 percent of those new jobs.

Marketing materials for the Cincinnati Empowerment Zone will include specification sheets on each development site. This information will be distributed through the Community Bridges initiative, and included in the materials used by the "Partnership for Greater Cincinnati," a new regional marketing campaign sponsored by the Greater Cincinnati Chamber of Commerce, and will be sent to national and international prospects. An advertising campaign will target local media.

Budget

Uses of Funds	
Acquisition	\$ 400,000
Capital improvements	13,000,000
Operations	400,000
Total	\$13,800,000

Sources of Funds	
City of Cincinnati	\$ 3,600,000
State of Ohio	10,000,000
U.S. EPA	200,000
Total	\$13,800,000